



Day Care Council  
of New York

*Educated Children Are Our Future*



# THE VALUE OF EARLY CHILDHOOD EDUCATORS

A Pathway Forward to Salary Parity for Community-based Organizations

---

Prepared by Mai Miksic, Senior Research Analyst

May 2019





May 10, 2019

Dear Colleagues:

We are proud to share with you our report on the importance of salary parity in early childhood education programs in New York City. Advocates, providers, and city officials agree: individuals who work in our communities with the same education, qualifications, and work experience as their counterparts in the public education system should be paid a comparable salary.

The Day Care Council of New York's report, *The Value of Early Childhood Educators: A Pathway Forward to Salary Parity for Community-based Organizations*, contains a number of data sources that together provide an approximate estimate of the cost of salary parity for 983 community-based organizations (CBOs) that employ 3,006 certified teachers. We also included the cost to increase the salaries of directors, who are equally important to the system. The total funding needed to achieve salary parity is \$83 million in the first year, and \$438 million over an additional four years.

Those of us who work in the field recognize that we can no longer maintain quality early childhood education programs if we do not have the basic infrastructure to operate a program, namely a program director and certified teachers in every classroom. In 2014, Mayor de Blasio was successful in securing \$300 million in state funding to expand part-day Universal Pre-kindergarten to full day. It was a sudden and immediate accomplishment requiring the Department of Education to add thousands of seats to accommodate the number of families that would take advantage of free education for their four-year-old children. Community-based organizations became a critical part of this expansion.

The expansion was slow until the Mayor announced that he would pay certified teachers \$50,000 to work in CBOs. Many certified teachers in the unionized publicly funded child care system, who had not received a salary increase in 10 years, either remained with their agencies by working in Pre-K for All classrooms or left for higher salaries in the public school system.

At this time, we have an opportunity to convince the City's Administration that salary parity for early childhood teachers with the same education and certification credentials as their counterparts in the public school system is the right and just thing to do. We know you agree with this goal.

Sincerely yours,

A handwritten signature in blue ink, appearing to read "Andrea Anthony", is written over a faint, larger version of the same signature.

Andrea Anthony  
Executive Director

## Thank you

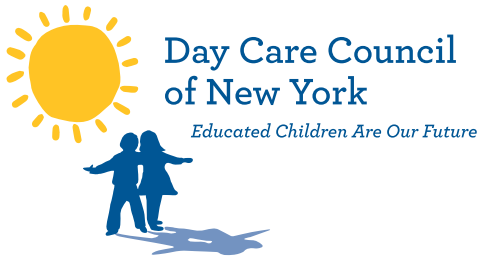
The *Day Care Council of New York* would like to thank the following individuals and agencies for their assistance in gathering data for this report:

- DCCNY member agencies
- NYC Department of Health & Mental Hygiene, Bureau of Child Care
- Cultural Institutions Retirement System
- Head Start Sponsoring Board Council, President Andre Lake
- NYC Department of Education, Division of Early Childhood Education & Human Resources Department
- Privately run community-based Pre-K for All programs (NYCEECs) who responded to our survey

A special thank you to Kendra Hurley for her invaluable feedback and keen editorial eye.

Copyright © 2019 by Day Care Council of New York, Inc.

All rights reserved. No part of this publication may be reproduced in any form—except in case of brief quotations embodied in critical articles or reviews—without prior written permission from the Day Care Council of New York, Inc.



## Contents

EXECUTIVE SUMMARY .....	4
I. INTRODUCTION .....	6
II. DAY CARE COUNCIL OF NEW YORK’S SALARY PARITY PROPOSAL.....	7
III. COMMUNITY-BASED ORGANIZATIONS.....	8
A. PRE-K FOR ALL AND ITS EFFECTS ON COMMUNITY-BASED PROVIDERS.....	9
B. THE LINK BETWEEN TEACHER COMPENSATION & PROGRAM QUALITY .....	10
IV. WHO IS A GROUP TEACHER? .....	11
A. QUALIFICATIONS OF GROUP TEACHERS.....	11
B. STUDY PLAN TEACHERS .....	12
C. SALARY PARITY FOR WHOM?.....	14
V. THE SALARIES OF GROUP TEACHERS .....	16
VI. CALCULATING THE COST OF SALARY PARITY .....	18
A. DATA SOURCES.....	18
B. TEACHER TENURE AND SALARIES.....	20
C. COST OF LIVING ADJUSTMENTS .....	22
VII. THE COST OF SALARY PARITY.....	25
A. GROUP TEACHERS .....	25
B. CHILD CARE CENTER DIRECTORS .....	25
VIII. CONCLUSION: THE BUDGET CONTEXT .....	28
REFERENCES .....	30

# Executive Summary

High-quality early education programs promote the cognitive and social development of young children and support families outside of the classroom with wraparound services. The early childhood educators in these programs ensure that these children can begin formal schooling on the same level as children from families with more resources. The [Day Care Council of New York \(DCCNY\) proposes](#) salary parity for certified teachers and salary increases for the directors of the child care centers where they teach as a first step towards stabilizing the early childhood education system. This would create a pathway to parity for all support staff in the future.

Since its inception in 2014, Pre-K for All has become the largest universal pre-kindergarten program in the nation. Approximately [92 percent of all programs meet or exceed](#) quality standards.<sup>2</sup> To achieve this goal — and with record speed — the Mayor leveraged existing early education resources, including community-based organizations (CBOs) which had been already providing early education for decades. As a result, CBOs make up [60 percent of all](#) Pre-K for All programs.<sup>3</sup>

Despite this success, there were unintended consequences for CBOs. In addition to [competition](#)<sup>4</sup> for children among programs that has resulted in [overcrowding](#)<sup>5</sup> in public schools, [salary disparities](#) between CBO lead teachers and their public school counterparts have created a staffing crisis that threatens the viability of community-based early childhood programs.<sup>6,7,8</sup>

If teachers are not adequately compensated for their work, there is [increased risk of burnout and high turnover](#).<sup>14</sup> Interruptions in staffing have [serious implications for a child's development](#) and for program quality.<sup>15,16</sup> [Additionally, researchers](#) have also cautioned that the financial returns on investments in early childhood are contingent on the quality of programming.<sup>13</sup> High-quality early childhood education programs require high-quality teachers. Effective public policies can prevent turnover by providing adequate compensation to teachers. The Day Care Council of New York's salary parity proposal includes four components:

1. Bring all certified group teachers up to same salary as their equally qualified public school counterparts immediately via contract amendment.
2. Maintain the current 22.8 percent salary differential between unionized certified MA teachers and child care center directors.
3. Provide a 2.8 percent COLA per year in the subsequent four years.
4. Renegotiate salary increases for all unionized support staff in the next round of labor negotiations, which begins in September 2020.

Early education teacher salaries are determined by a variety of factors, often driven by labor contracts and braided public funding streams. A large portion of the CBO workforce are unionized members of District Council 1707 (DC 1707), covered by collective bargaining agreements that define salaries for all staff. For CBOs without unionized staff, salaries are determined in two ways. First, for EarlyLearn NYC staff who provide care

for infants, toddlers, and preschoolers from birth through age four from income-eligible households, salaries generally mirror the collective bargaining agreement (CBA) between DC 1707 and DCCNY. Unlike their unionized counterparts, they usually do not receive the same healthcare insurance or retirement benefits.

Second, the City’s Department of Education (DOE) has set a maximum teacher salary it will pay to CBOs with Pre-K for All contracts, based on teacher education levels. For a certified teacher with a master’s degree, the DOE will reimburse the salary up to \$50,000; for certified teachers with only a bachelor’s degree, the salary is \$44,000. Although pay is theoretically not limited by those amounts, few CBOs can afford to add to these salaries. As a result, early education teachers in CBO programs are seldom paid above what is earned by their unionized counterparts in public schools, who are represented by the United Federation of Teachers (UFT).

<b>Table A. The Cost of Salary Parity</b>			
<b>Cost Estimates</b>	<b>Salary Parity for Certified Teachers (n=3,006)</b>	<b>Salary Increases for Directors (n=983)</b>	<b>Total Salary Cost (n=3,989)</b>
<b>Year 1</b>	\$62 million	\$21 million	<b>\$83 million</b>
<b>5 Years, 2.8% compounded</b>	\$327 million	\$111 million	<b>\$438 million</b>

The Department of Health and Mental Hygiene, which regulates child care programs and keeps track of teacher qualifications, provided the main dataset used to calculate DCCNY’s salary parity estimate. It includes the total number of teachers and their qualifications. The analysis used salaries from union CBAs. Costs that would change as a function of the salary increase were also included, such as the increased employer contribution to the pension and Social Security and Medicare contributions, both of which are paid for by the City.

The first-year cost of salary parity for certified teachers and salary increases for center directors is \$83 million (\$62 million for teachers; \$21 million for directors) an amount that was included in the New York City Council’s Budget Response to the Mayor’s preliminary budget.

By July 2019, EarlyLearn, the City’s subsidized early childhood education program will be merged with Pre-K for All under the DOE, creating a true birth-to-high-school continuum of education. It promises to create a truly unified early childhood system. Mayor de Blasio’s Executive Budget outlines his priorities and values. Public policy and research points to salary parity as the solution to the inequities that currently exists in the system. The one-time cost of \$83 million is the first step towards resolving these inequities, and a down payment on fully funding the Mayor’s signature early childhood program.

# I. Introduction

High-quality early education programs promote the cognitive and social development of young children and support families outside of the classroom with wraparound services. [Decades worth of research](#) have demonstrated the importance of early childhood education, especially for children from low-income and historically disadvantaged backgrounds.<sup>1a</sup> During this critical period in a child’s life, early education serves as the foundation for life-long learning skills and helps foster school readiness. The educators and support staff in these programs ensure that these children can begin formal schooling on the same level as children from families with more resources.

In addition to benefiting children and their families, research has also shown that investments in early education have the potential to produce long-term economic savings for society.<sup>2</sup> One of the most well-known studies of the effects of high-quality early education programs is the Perry Preschool Project. [Longitudinal analysis](#) of the Perry Preschool Project has shown that birth-to-five interventions produce returns as great as 10 percent.<sup>1b</sup>

When New York City Mayor Bill de Blasio successfully launched the largest universal pre-kindergarten program (Pre-K for All) in the nation in 2014, many observers [heralded](#) him as a great progressive politician. The Mayor successfully convinced New York State officials to inject additional universal pre-kindergarten (UPK) funding into the City’s existing early childhood programs, in addition to helping to fund new programs as well. He created a program that was supposed to not only address social inequities, but also potentially produce massive savings to the City in the long run. In order to achieve this goal, the Mayor immediately offered full-day pre-kindergarten contracts to community-based organizations (CBOs), who had been providing child care for decades. One of the reasons the Mayor was able to launch his Pre-K for All program with record speed was because of CBOs. Today, all Pre-K for All programs are considered “high quality,” with [92 percent of programs](#) either meeting or exceeding quality standards.<sup>2</sup>

Despite this success, there were unintended consequences for the CBOs that operate 60 percent of Pre-K for All programs (see **Graph 1**).<sup>3</sup> In addition to the [competition](#)<sup>4</sup> between public schools and community-based programs for children and the [overcrowding](#)<sup>5</sup> in public schools as a result of the expansion, the [salary disparities](#) between the CBO lead teachers and their unionized public school counterparts have created a staffing crisis that continually threatens the sustainability of community-based child care centers.<sup>6,7,8</sup>

Community advocates have long emphasized the need for salary parity between CBO and public school teachers. However, the estimated cost of salary parity has largely been absent from the conversation. The lack of an estimate has historically stalled advocacy efforts on this issue. Nevertheless, given the upcoming transition of child care from the New York City Administration for Children’s Services (ACS) to the Department of Education (DOE), there is an urgent need for a cost analysis of what it would take to establish salary parity for teachers in CBOs.



## II. Day Care Council of New York's Salary Parity Proposal

The purpose of this report is to build a framework for estimating the cost of salary parity and to produce a cost estimate of salary parity for certified group teachers and center directors in community-based early education programs. While this report does not cover the cost for salary increases for all teaching staff and support staff in child care centers, it opens up a pathway to salary increases for all staff going forward. The two questions that this report answers are:

- 1) What is the increased cost associated with giving certified group teachers in CBOs *the current salaries as their equally qualified unionized counterparts* in public schools?
- 2) What is the increased cost associated with *maintaining the same salary differential* between certified group teachers and directors in child care centers?

The Day Care Council of New York (DCCNY) proposes salary parity for certified teachers immediately through an amendment to the current existing contracts, which will create a pathway to parity for all other support staff in the future. The proposal includes four components:

1. Bring all certified group teachers up to same salary as their equally qualified public school counterparts immediately via contract amendment.
2. Maintain the current 22.8 percent salary differential between certified MA teachers and child care center directors.
3. Provide a 2.8 percent COLA per year in the subsequent four years.
4. Renegotiate salary increases for all other unionized support staff in next round of labor negotiations with DC 1707, which begins in September 2020.

This report begins by providing background on community-based early education providers, then establishes a rationale for why this analysis focuses on salary increases for certified group teachers and directors. Next, the analytic strategy used to inform the cost estimate is described, including the sources of data and the variables used in the cost estimate formula. Finally, this report discusses the implications for these costs within the context of the City's current budget concerns.

**Salary disparities between CBO lead teachers and their public school counterparts have created a staffing crisis that threatens the viability of community-based early childhood programs.**

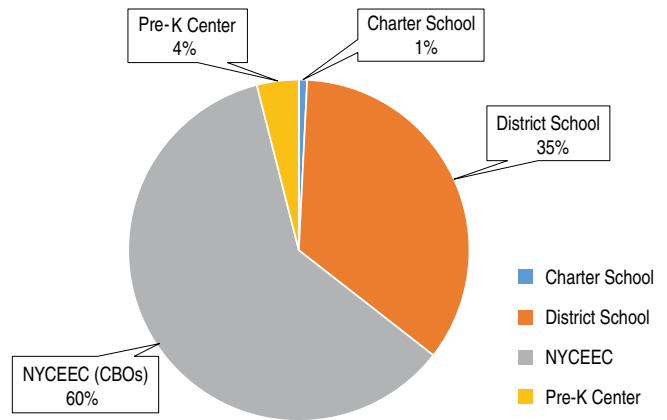
# III. Community-based Organizations

One of the major criticisms of Mayor Bill de Blasio’s signature early education program has been the salary disparities across different early education settings. This section provides a brief description of CBOs and their involvement in early childhood education in New York City. **Graphs 1 and 2** illustrate the capacity of New York City’s current publicly funded and private licensed early childhood programs. A majority of the system serves preschool-aged children, mainly comprised of four-year-olds. Approximately 60 percent of all early childhood programs are located in CBOs. The DOE refers to CBOs that operate Pre-K for All programs as New York City Early Education Centers (NYCEECs). However, since 1949, CBOs have operated funded child care programs via contracts with the City.

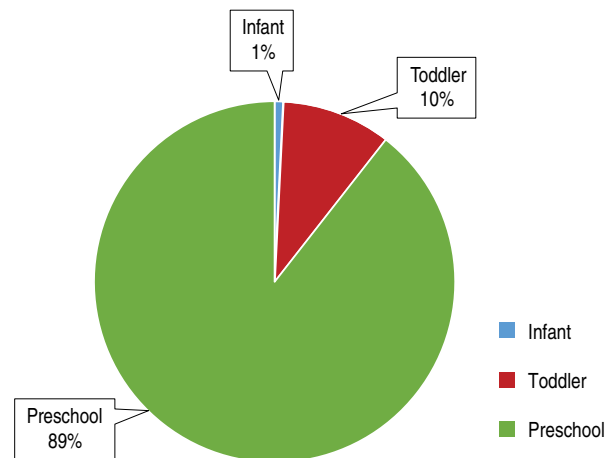
As **Graph 3** illustrates, some NYCEECs that directly contract with the DOE also operate EarlyLearn NYC (EarlyLearn) programs via direct contract with the ACS. EarlyLearn is the largest contracted child care program in the nation and is overseen by the ACS. It is funded by braiding federal Child Care Development Block Grant (CCDBG) and Head Start dollars with mandated local and State contributions. EarlyLearn programs only serve income-eligible children, ages zero to twelve months (infants), twelve months to thirty-six months (toddlers), and ages three to four (preschool-aged). **Graph 2** shows the proportion of age groups across EarlyLearn programs, with the majority of the entire system serving preschool-aged children.

As a part of the launch of Pre-K for All in 2014, additional State UPK funding was added to EarlyLearn classrooms with eligible four-year-old children in order to extend the hours of operation to full-day status. These EarlyLearn classrooms are referred to as

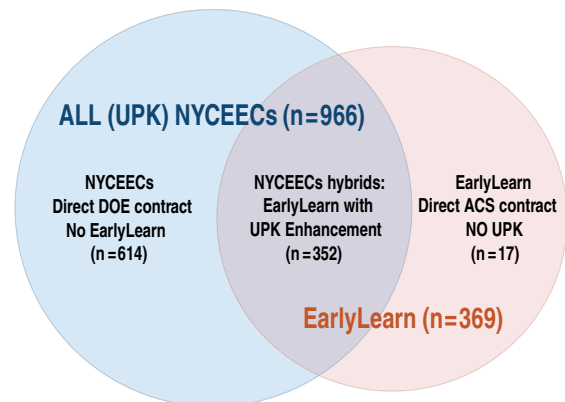
**Graph 1. Pre-K for All Programs by Location**



**Graph 2. EarlyLearn: Capacity by Age Group (March 2019)<sup>1</sup>**



**Graph 3. NYCEECs & EarlyLearn Programs Overlap**



Data Source : DOE Pre-K directory (September 2018) & DOHMH Active Group Child Care (GCC) Facilities (March 2018)

receiving the “UPK enhancement” funding. The DOE includes EarlyLearn programs with this UPK enhancement in its count of the total number of NYCEECs in the City.

The first EarlyLearn request for proposal (RFP) was released in 2011 by ACS, with awarded contracts beginning program services in 2012. Now, for the first time in nearly seven years, these CBOs will once again submit proposals to continue providing birth-to-five early education services. This time, however, CBOs will submit their proposals to the DOE, which will take over all birth-to-five services, in addition to its existing Pre-K for All programs.

### **A. PRE-K FOR ALL AND ITS EFFECTS ON COMMUNITY-BASED PROVIDERS**

The expansion of Pre-K for All required a partnership with CBOs. New York City (NYC) public schools did not have the staff or the physical space to accommodate the additional 40,000 new children who needed full-day pre-kindergarten seats.<sup>9</sup> The DOE leveraged the existing resources in CBOs to staff both its own public school Pre-K for All programs and provide additional full-day seats for new children. CBOs were absorbed into the expansion of the UPK programs, but inequitable treatment of child care and public school teachers persisted. When the program expanded, higher salaries were offered to non-unionized teachers in Pre-K for All CBOs. This set up a pay differential amongst unionized and non-unionized teachers, sometimes within the same nonprofit organization. This pay differential was in addition to the much larger pay disparity between teachers in CBOs and public school programs. Child care has not always been considered an education setting, and the salary changes that occurred as a result of the expansion of Pre-K for All exacerbated that difference.

**Child care has not always been considered an education setting, and the salary changes that occurred as a result of the expansion of Pre-K for All exacerbated that difference.**

These salary disparities have contributed to difficulties in the recruitment and retention of qualified group teachers in CBOs.<sup>10</sup> A [recent report](#) from the National Center for Children and Families at Teachers College documented that CBOs have a more difficult time with recruitment and retention of credentialed teachers compared to public schools.<sup>11</sup> The Department of Health and Mental Hygiene (DOHMH)’s Article 47, the city health code that regulates child care centers, requires a qualified group teacher to lead a classroom. These group teachers develop lesson plans that direct classroom learning. Group teachers are also responsible for supervising assistant teachers and teacher aides. However, these teachers stand to gain tens of thousands of dollars in yearly salary if they leave CBO child care programs to go work in public schools. Unsurprisingly, these salary disparities have resulted in a mass exodus of teachers from CBOs to public schools. A [Day Care Council of New York report](#)<sup>12</sup> in 2016 showed that over 50 percent of DCCNY member agencies had lost a certified teacher in the past year.

### III. Community-based Organizations

#### B. THE LINK BETWEEN TEACHER COMPENSATION & PROGRAM QUALITY

Researchers have cautioned that the often-touted financial returns on investments in early childhood are contingent on those programs being of “high quality.”<sup>13</sup> Above all else, a high-quality early childhood education program requires a high-quality teaching workforce. Early education teachers play a central role in not only making sure children are academically ready for formal schooling, but also supporting positive socioemotional growth by providing stable care and a safe place to explore and learn. When teachers are not compensated adequately for their work, the quality of a program can suffer,<sup>14</sup> which can in turn affect children’s learning, development, and overall well-being.<sup>15</sup> The Center for the Developing Child at Harvard University includes the follow Statement amongst its policy recommendations on how to support the developing brain of a young child: “Ensure that workers in service programs have adequate compensation, professional

Above all else, a high-quality early childhood education program requires a high-quality teaching workforce.

development, and supervision in order to reduce the high level of turnover in these positions that disrupts relationships between staff and clients.”<sup>16</sup> The research is clear that interruptions in staffing have serious implications for a child’s well-being.

Yet, it is important to note, once again, that despite the fact that salary disparities have led to high turnover rates in early childhood programs in CBOs, the quality of those programs continue to be considered very high. As **Graph 1** showed (on pg.6), 60 percent of programs are located in CBOs and approximately 92 percent of programs either meet or exceed early childhood program quality standards. These facts together imply that while the dangers of low retention and recruitment of qualified group teachers loom as a large consequence of the Pre-K for All expansion, the effects on program quality and children’s well-being has yet to occur. Based on the available research, the time is right to reconcile salary disparity between CBO group teachers and public school teachers before it ultimately affects the quality of the Mayor’s signature early education program.

## IV. Who Is a Group Teacher?

Group teachers lead classrooms in CBO child care programs, which are governed by New York City’s Department of Health and Mental Hygiene’s health code Article 47. Group teachers can also be referred to as lead teachers in UPK programs. This section discusses the educational background and qualifications of group teachers and defines the Article 47 provision for study plans. This section also describes the teachers who are on study plans and explains why so many teachers require them. Finally, this section answers the difficult question surrounding who should receive salary parity.

### A. QUALIFICATIONS OF GROUP TEACHERS

While child care centers have not historically been treated as places of education, recent trends in the professionalization of early childhood education have led to increased regulation of teacher credentials. Now, early education teachers in State-funded UPK programs must hold State certification just like public school teachers, even if they are employed in community-based settings. Certified group teachers are invaluable to early education programs. CBOs need certified teachers not just because New York State regulations require them for four-year-old classrooms, but also because they enhance the quality of the classrooms.

While City and State regulations do not require infant-toddler group teachers to be certified, staffing management and classroom quality considerations create a strong argument for having certified teachers in infant-toddler classrooms as well. First, certified infant-toddler teachers can work as substitutes when preschool teachers are out sick or on vacation. Second, center directors have reported to DCCNY that many of their infant-toddler teachers are indeed certified or working towards their certification. DCCNY’s [Career Ladder program](#)<sup>17</sup> documents that infant-toddler teachers are working towards their State certification as well, as summarized in its most recent report. Finally, certified infant-toddler teachers enhance the quality of the classroom. Certified teachers who are educated and trained on the latest evidence-based pedagogy are of the utmost importance during such a critical time for brain development. Infant-toddler lead teachers must be included in any estimate of salary parity.

While New York State UPK funding mandates that certified teachers lead four-year-old classrooms, local City regulations complicate staffing requirements by providing exceptions for meeting education credentials. Staff qualifications in community-based child care programs are governed by New York City’s DOHMH Article 47 regulations, which provide a mechanism—study plans—that allows group teachers who do not meet certification requirements to lead classrooms while they are pursuing their credentials. Study plans are written agreements between the directors and teachers that documents their progress towards meeting regulations by enrolling and passing college courses or enrolling in certification exam programs. Prior to 2018, Article 47 required all group teachers, with the exception of infant-toddler teachers, to be certified or working towards their State certification.

Prior to July 2018, there were three ways in which a preschool group teacher in a child care setting could be considered a qualified group teacher. First, a teacher can have a bachelor’s degree in early childhood

## IV. Who Is a Group Teacher?

education and his or her State Initial Certificate. Since the Initial Certificate expires after five years, an initially certified teacher must eventually earn a master's degree and pass all State certification exams before becoming permanently certified by obtaining the Professional Certificate.

Second, group teachers can now be considered qualified if they have a bachelor's degree in early childhood education and two years of experience at minimum—no State certification required. There were two main reasons for this change that ultimately benefits CBOs. First, high turnover and the difficulties of retaining certified teachers due to the salary disparities across CBO and DOE settings led to early education programs in CBO settings repeatedly receiving fines for not having certified staff.

Third, DOHMH's decision to honor the years of invaluable work experience that group teachers in CBOs often have, as well as acknowledging that these teachers possess other unquantifiable skills, including cultural competency and an intimate knowledge of the families in their neighborhoods. These intangible skills can often be just as important as State certification. In summary, DOHMH made changes to staff qualification requirements in Article 47 as a way of both recognizing the effects of salary disparities on CBOs and valuing the expertise of CBO teachers.

### B. STUDY PLAN TEACHERS

In addition to the administrative difficulties of juggling staff turnover, child care center directors must also supervise and support group teachers who are on study plans. A “study plan” is a provision of Article 47 that allows a group teacher to lead a classroom while working towards mandated education and/or work experience credentials. For example, a study plan requires documentation from an accredited university confirming a group teacher's enrollment in early childhood education coursework if that teacher does not currently have a bachelor's degree in early childhood education.

Study plan requirements may differ from person to person, and thus approval of a study plan is at the discretion of DOHMH inspectors. For that reason, it is administratively difficult to keep track of study plan progress, especially when multiple teachers have study plans. If study plans are not documented and approved with DOHMH, it is a common consequence for child care centers to get cited by health inspectors for violations of Article 47 staff qualification. Child care center staff with unapproved study plans can often cost their agencies hundreds of dollars. Under Article 47 regulations, group teachers can be on study plans for up to seven years.

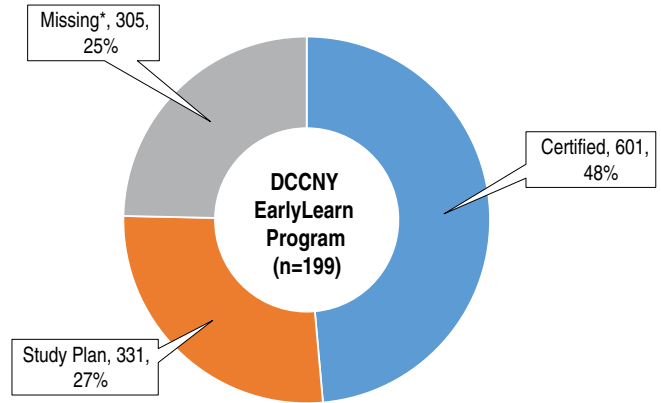
The three graphs below draw upon DOHMH data compiled by the Bureau of Environmental Surveillance and Policy (BESP, March 2018). **Graphs 4 and 5 and Tables 1 and 2** show the high proportion of group teachers on study plans; approximately a quarter are on officially registered study plans and another quarter of the population may include staff with unregistered study plans. Only about 50 percent of all group teachers, including infant-toddler teachers, meet the education requirements of Article 47. Even though

**Table 1. Qualifications of Group Teachers in DCCNY-Represented EarlyLearn Programs**

Group Teachers in DCCNY-represented Programs (n=199)				
	Qualified	Study Plan	Missing*	Total
Child Care & Dual (n=183, 92%)	548	302	274	1,124
Head Start (n=16, 8%)	53	29	31	113
<b>Total</b>	<b>601</b>	<b>331</b>	<b>305</b>	<b>1,237</b>

\*Information for group teacher is missing due to unregistered study plan, pending approval of study plan, or a teacher vacancy.

**Graph 4. DCCNY-Represented Group Teachers**

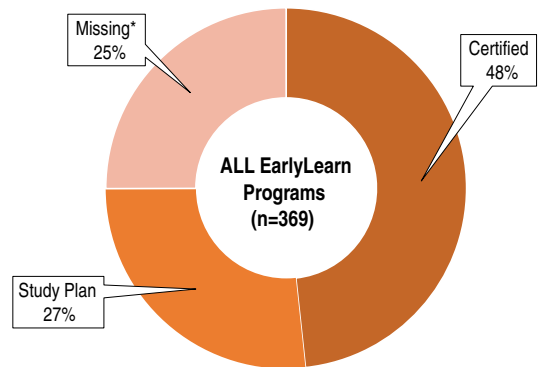


**Table 2. Qualifications of Group Teachers in EarlyLearn Programs**

Group Teachers in EarlyLearn Programs (n=369)				
	Qualified	Study Plan	Missing*	Total
Child Care & Dual (n=294, 79.7%)	921	557	484	1,962
Head Start (n=75, 20.3%)	269	100	133	502
<b>Total</b>	<b>1,190</b>	<b>657</b>	<b>617</b>	<b>2,464</b>

\*Information for group teacher is missing due to unregistered study plan, pending approval of study plan, or a teacher vacancy.

**Graph 5. Group Teachers in EarlyLearn Programs**

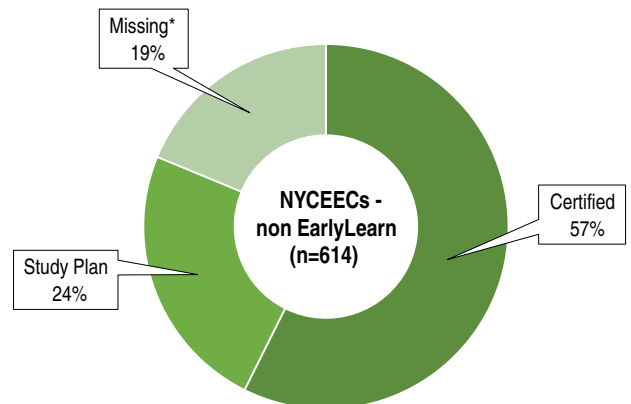


**Table 3. Qualifications of Lead Teachers in NYCEECs (No EarlyLearn Contracts)**

Group Teachers in NYCEECs (n=614)				
	Qualified	Study Plan	Missing*	Total
NYCEECs	1,816	756	594	3,166

\*Information for group teacher is missing due to unregistered study plan, pending approval of study plan, or a teacher vacancy.

**Graph 6. Group Teachers in NYCEECs, No EarlyLearn Contract**



## IV. Who Is a Group Teacher?

infant-toddler teachers are not required to be certified, they must meet a minimum level of education. Thus, they are included in those three graphs in either the qualified, study plan, or missing information categories depending on whether they meet Article 47 requirements for their positions. Nonetheless, there is still a high number of teachers who are on study plans.

**Table 3** and **Graph 6** provide information on the qualifications of lead teachers in NYCEECs with direct Pre-K for All contracts. There is a higher proportion of qualified lead teachers in NYCEECs compared to those who work in EarlyLearn programs. In the case of study plans, any UPK program funded with State dollars may be led by a study plan teacher, however, that lead teacher may only be on a study plan for a maximum of three years from the date of hire or by June 30, 2020—whichever date is later.<sup>20</sup>

### C. SALARY PARITY FOR WHOM?

Within the greater discussion on the need for salary parity in CBOs settings, it has been unclear which teachers should receive salary increases. The fight for pay equity between CBOs and the DOE has relied on the term “salary parity” to describe the social problem and its implied consequences. *Merriam-Webster’s Dictionary* defines parity as “the quality or state of being equal or equivalent.” Equal pay has been the focus of the salary parity rhetoric, but equal qualifications has been just as strong of an argument, which some advocates have used for those individuals with the same qualifications doing the same work.

Equal pay has been the focus of the salary parity rhetoric, but equal qualifications has been just as strong of an argument

At the same time, other advocates have argued that all teaching staff, inclusive of any other support staff, should receive pay parity. But it is important to note that study plan teachers do not have a formal

equivalent in public schools. The DOE requires that all lead teachers in public schools have their State teaching certifications. If salary parity rests solely on the equal pay for equally credentialed rhetoric, then there is no argument for providing pay parity to teachers who are not yet credentialed.

Finally, teaching support staff are not included in these estimates. There is no parity of qualifications for assistant teachers, teacher aides, or directors in child care settings compared to their respective counterparts in public schools. Assistant teachers and teacher aides in CBOs have substantially different qualifications as outlined in Article 47 compared to those employed in public schools. Similarly, directors of child care centers do not have the same qualifications and duties as public school principals. However, separate from pay parity there is a compelling argument for why directors should receive some salary increase given that their education and experience exceed that of group teachers, not to mention that they supervise those group teachers. The strategy for costing out salary increases for directors is discussed later in this report.



From the perspective of recruiting and retaining certified teachers, it is also important to consider exactly who is and who is not leaving CBOs to work in the DOE. The group teachers who are able to leave a CBO for the DOE are teachers who already have the required qualifications to teach in the DOE, i.e., they are certified and therefore qualified to work public schools. If the goal of providing salary parity is to stop certified teachers from leaving for the DOE, salary parity should be focused on retaining certified teachers. This is the strategy that guides the Day Care Council of New York's salary parity analysis. Separate from this goal of retaining certified teachers is another fight for pay equity across the entire early childhood system. This larger and equally important pay equity campaign requires a different analysis than what is provided here, but that analysis would be the next step towards fully funding the nonprofit sector.

Given the transition of child care to the DOE, a core component of a truly unified early childhood system should be equally qualified teachers who are equally compensated for their work, regardless of CBO or public school

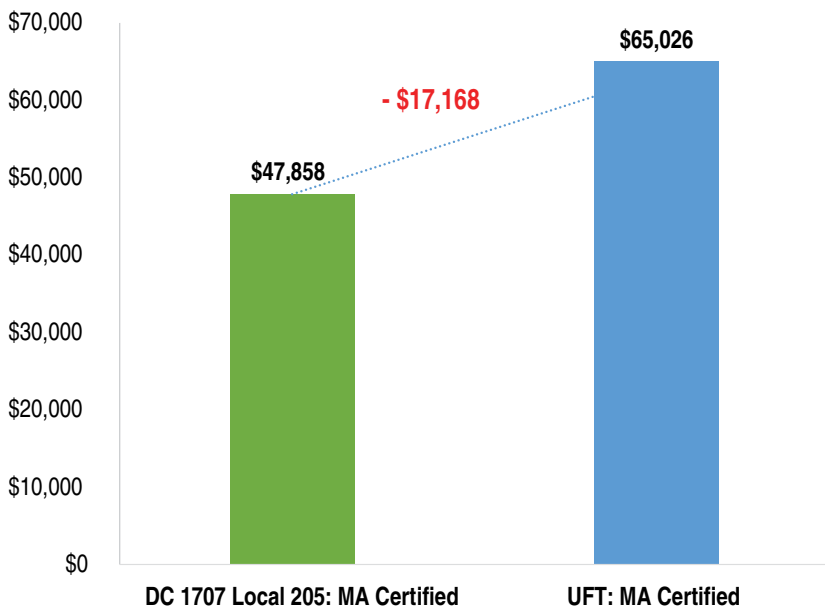
**In order to maintain high-quality early childhood education programs in CBOs, it is in the best interest of all community-based programs to retain certified teachers and recruit new equally qualified teachers.**

setting and regardless of any changes that have occurred in Article 47. Those changes were largely made so that CBOs would not be cited and fined for a recruitment and retention problem caused by salary disparities. It is the teachers who hold master's degrees and State certification who are leaving community-based programs to work in public schools. In order to maintain high-quality early childhood education programs in CBOs, it is in the best interest of all community-based programs to retain certified teachers and recruit new equally qualified teachers.

## V. The Salaries of Group Teachers

There are two primary determinants of salaries for child care staff in community-based programs. The first determinant is the most clearly defined; a large portion of the child care workforce in EarlyLearn programs are unionized under District Council 1707 (DC 1707). Workers in child care programs are in DC 1707 Local 205 (Local 205), and workers in Head Start programs are in the same union under Local 95. DCCNY represents the agencies with child care workers and the Head Start Sponsoring Board represents the Head Start agencies. The collective bargaining agreement between DCCNY and Local 205 and the Head Start Sponsoring Board and Local 95 outlines the salaries for all staff, both teachers and support staff. These salaries are funded by the City through a CBO's EarlyLearn contract.

**Graph 7.** Starting Salary for Teachers with a Master's Degree and State Certification

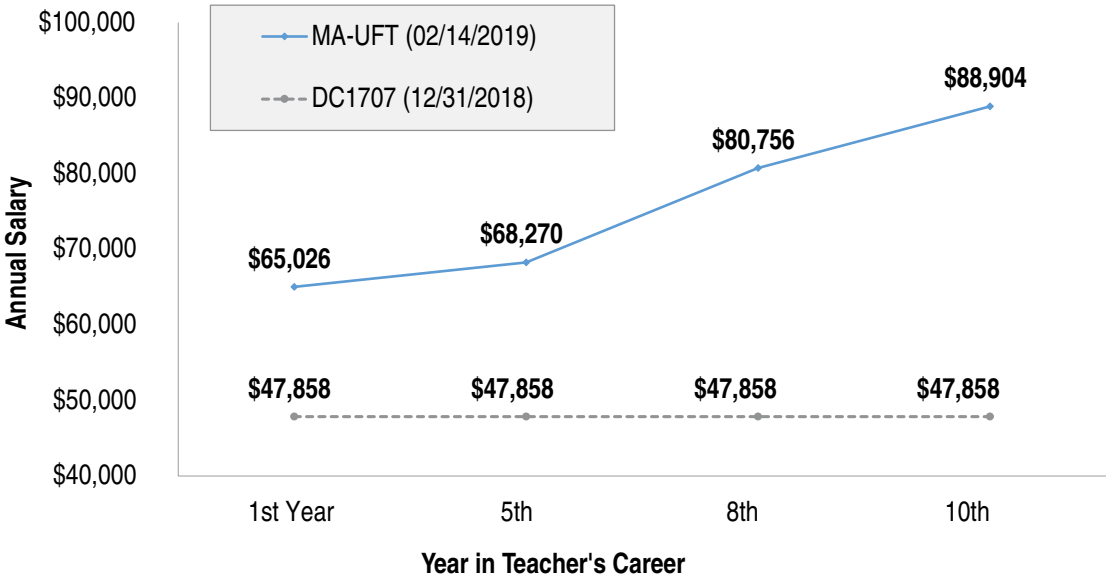


For CBOs with unionized staff who are not covered by the DCCNY-DC 1707 Local 205 CBA, salaries are determined in two ways. First, salaries generally mirror the agreement between DC 1707 and DCCNY and are outlined in the agency's contract with the City. However, unlike their CBA-covered unionized counterparts, these non-unionized workers may or may not receive healthcare insurance or retirement benefits. This particular issue is unclear and is determined on a case-by-case basis. For example, if the salary for a teacher with a master's degree and certification is \$47,858, a teacher who is not covered by the CBA would most likely receive the same salary except without the healthcare insurance and retirement benefits. However, salaries are only outlined in the EarlyLearn or Pre-K for All contracts between the CBO and either ACS or DOE, respectively. The CBA provides benefits such as health care insurance and pension—not unlike teachers in public schools who are unionized by the United Federation of Teachers (UFT). **Graph 7** shows the starting salary for a certified

teacher with a master’s degree in DC 1707 compared to a teacher in the UFT. Due to the lack of salary increases for teachers in CBOs and the tenure steps, longevity bonuses, and cost of living adjustments (COLAs) that UFT teachers receive, salary disparities grow exponentially over the course of a teacher’s career, as depicted in **Graph 8**.

A second determinant of salary is funding source and program requirements. There are times in which a program’s design and funding will allow for higher salaries. For example, when Pre-K for All launched, additional UPK money was added to EarlyLearn pre-kindergarten four-year-old classrooms to enhance the

**Graph 8. UFT-DC 1707 Teacher Salary Comparison**



salaries of certified lead teachers.<sup>21</sup> Those qualified teachers received an additional increase in salary. A lead teacher with a bachelor’s degree and certification received a salary of \$44,000, and a lead teacher with a master’s degree and certification received \$50,000.

These salaries were higher than the amount in the CBA at the time of the launch of Pre-K for All in 2014. However, [the current CBA](#) between DC 1707 and DCCNY sets teachers on track to earn these same salaries in classrooms without UPK enhancement funding by September 2020.<sup>22</sup> This scheduled CBA salary increase and the announcement of teacher salaries set forth in the DOE’s recent Birth-to-Five and Head Start RFP means that by September of 2020, all teachers in CBOs, regardless of union status, will be paid the same salary, with the primary difference being the healthcare insurance and retirement benefits.

## VI. Calculating the Cost of Salary Parity

This section describes the analytic strategy used to calculate the cost of salary parity for certified group teachers. Because of the complexity of the many factors that determine a teacher’s salary (union status, tenure, education, etc.), the majority of the efforts that have gone into this project have focused on obtaining the necessary data for the analysis. Next, each individual data source is described in order to understand the importance of the variable in calculating the final costs.

### A. DATA SOURCES

The variables necessary to calculate salary parity and the sources of the data are presented in **Table 4** below. The analysis in this report relies largely on the data provided by DOHMH and prepared by the Bureau of Environmental Surveillance and Policy (BESP). The dataset, called the *Active Group Child Care (GCC) Facilities - Teachers, Assistant Teachers Counts by Qualifications*, was used as of March 2018. This dataset includes information on the number of group teachers, assistant teachers, and their respective qualifications. Program information such as permit type (infant-toddler or preschool) and program model (child care, Head Start, UPK) allows the teacher data to be broken out into categories. For example, the dataset enables group teachers to be categorized into different EarlyLearn models, i.e., child care or Head Start.

Table 4. Data Sources of Variables in Salary Parity Formula	
Salary Formula Component	Data Source
Teacher salaries	Child Care, DC 1707 Local 205 & DCCNY CBA (December 2018) Head Start, DC 1707 Local 95 CBA (February 2019) Public Schools, UFT CBA (February 2019) UFT, Interview with DOE HR (October 2018) DCCNY Salary Parity Survey (December 2018)
Certified teacher qualifications	DOHMH Article 47 Staff Requirements (March 2018)
Number of teachers, DOHMH permit by program type and funding source	DOHMH & Bureau of Environmental Surveillance and Policy (March 2018)
Teacher tenure (years in pension)	Cultural Institution Retirement System (CIRS) Pension Data (May 2018)
Retirement benefits contribution (pension)	CIRS Employer Contribution: 11.1% Head Start: ~7%

While the DOHMH dataset identified whether or not teachers were qualified to lead their classrooms under Article 47 requirements as of March 2018 (which at the time required group teachers to be certified), this dataset did not identify the highest level of education each teacher had obtained. Instead, data was organized at the program level. As a result, individual data on each teacher could not be analyzed. This is an important distinction because salaries are differentiated by education in collective bargaining agreements, i.e., a teacher with only a bachelor’s degree gets paid significantly less than a teacher with a master’s

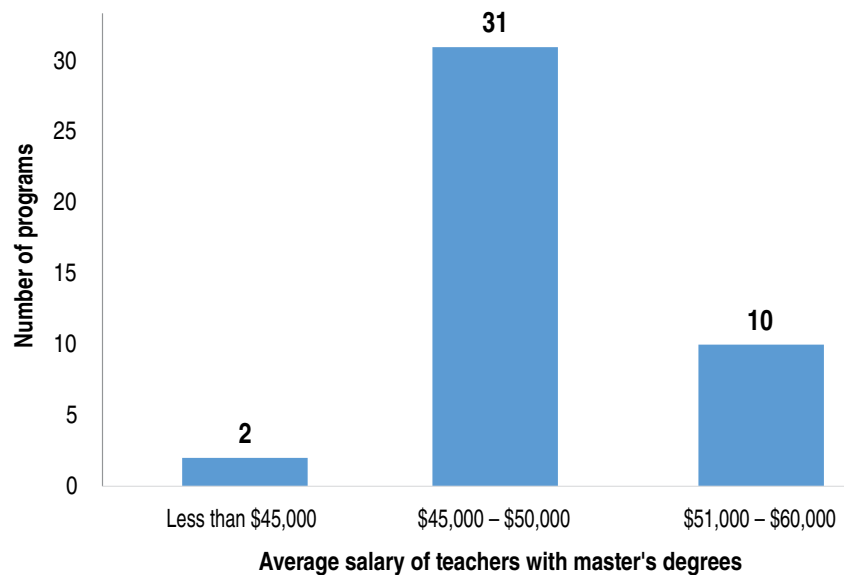
degree. There are two primary ways to become a certified teacher. A teacher can earn a bachelor’s degree in early childhood education and Initial Certification, or he or she can earn a master’s degree in early childhood education and Professional Certification. Both teachers can be referred to as a “certified teacher.” To be clear, the dataset did not distinguish whether any individual teacher had a bachelor’s or master’s degree, only that he or she was certified.

However, in the absence of an individual’s education data, this salary parity cost analysis uses the salaries of teachers with master’s degrees for the purposes of cost estimation. Teachers with bachelor’s degrees and Initial Certification must eventually get their master’s degrees and Professional Certification (permanent). The Initial Certification expires after five years, and while teachers can apply for an extension, all teachers must eventually obtain their master’s degree and Professional Certification to stay in the teaching profession. Data from the DCCNY-DC 1707 Early Childhood Career Ladder (ECCL) program has documented that teachers who obtain their bachelor’s degree and Initial Certification typically earn their master’s degree. This runs contrary to what has been documented about teachers on study plans, many of whom remain on those study plans for extended amounts of time without completing certification. Using the salaries of teachers with master’s degrees as a substitute for teachers who might only have their bachelor’s degree and Initial Certification produces an upper-bound estimate for the total cost of salary parity that appropriately takes into account the total cost of salary parity of all certified teachers.

The salaries of group teachers were taken from the respective collective bargaining agreements of the unions representing program staff. In addition to using the salaries directly from the UFT CBA, interviews were conducted with the DOE’s Human Resources Department (HR) in October 2018 in an effort to thoroughly understand the salary tables of the UFT CBA.

For non-unionized NYCEEC programs, a salary survey was distributed to community-based Pre-K for All programs without unionized staff or EarlyLearn contracts. Since NYCEECs are free to set salary rates for their teachers up to a ceiling as outlined in their contracts, it was necessary to use a survey to assess whether NYCEECs are paying their teachers below, at, or above the DOE rate. This salary survey was conducted in December 2018. Using NYC’s Open

**Graph 9.** Number of NYCEECs and Average Salary of Teachers with Master’s Degrees (n=43)



## VI. Calculating the Cost of Salary Parity

Data website, a list of NYCEECs was compiled from the DOE’s Pre-K for All directory. This directory was cross-checked with the DOHMH dataset to verify contact information, program model, and funding sources. The salary survey was emailed to NYCEECs in early December 2018. The data obtained from this survey was compiled and analyzed in January 2018. Fifty-four programs responded to the salary survey, although only 43 sites answered the question about salaries for teachers. Results from the salary survey showed a wide range of salaries for teachers with master’s degrees, as shown in **Graph 9**. The lowest salary reported by a program was \$32,000 and the highest salary reported was \$60,000. The average salary of teachers with master’s degrees was \$50,086. The median salary was \$50,000, which is consistent with the DOE’s maximum reimbursement rate for teachers with master’s degrees.

Table 5. Costs Associated with Salary Increases	
Variables Included in Cost Estimate	Not Included (Unchanged Benefit)
Salaries, including tenure costs	Unemployment & disability insurance
Number of teachers	Workers compensation
Employer retirement contribution	Mandatory paid leave
FICA (Employer Social Security and Medicare contribution)	Health insurance benefits
Cost of living adjustment (COLA), 2.8%	Overtime
	Longevity bonus
	Retention bonus

### B. TEACHER TENURE AND SALARIES

Teacher tenure must be considered when calculating salary parity cost because it is a key factor for determining salaries for teachers in the UFT. Unionized teachers in public schools not only receive longevity bonuses and COLAs, but they also receive salary increases for working consecutive years in the system called tenure steps. Workers unionized under DC 1707 do not receive tenure steps as a part of their salaries. As **Graph 8** showed, these tenure steps and longevity bonuses cause the salary disparities between teachers in CBOs and public schools to grow exponentially over the course of teachers’ careers.

As the data presented in **Graph 8** shows, teachers who have been working in child care centers for longer have even greater salary disparities compared to teachers represented by UFT, largely due to tenure steps as well as longevity bonuses that UFT teachers receive. This analysis relied on pension data taken from the Cultural Institution Retirement System (CIRS) to act as a proxy for the tenure of DC 1707 Local 205 teachers. The pension data measures how long they have been working in their unionized positions.

Comparable pension data was not available for teachers in EarlyLearn Head Start programs represented by DC 1707 Local 95. However, experts in the area of Head Start have suggested that the spread of tenure across Head Start teachers is comparable. Additionally, anecdotal data shows that Head Start programs face similar problems of teacher recruitment and retention, which supports the idea that a majority of their qualified

teachers are younger and earlier in their careers. As a result, the CIRS pension data used to estimate teacher tenure for Local 205 workers was also used as a proxy for Local 95 teachers as well.

**Table 6** shows that approximately 53.7 percent of DC 1707 Local 205 workers have five or less years of experience. Finally, it should be noted that these cost estimates include employer contributions to the retirement benefits of workers. For teachers in child care programs, CIRS has reported that this contribution is 11.1 percent. The Head Start Sponsoring Board did not respond to inquiries about the employer contribution to that pension. Based on interviews with DCCNY members, an estimate of 7 percent was used as the employer contribution.

Table 6. Salary Differences Across Tenure for DC 1707 Local 205 Staff and UFT Teachers				
Years of experience	Percent of total staff	DC 1707 Local 205 (12/31/2018)	UFT** (02/14/2019)	Salary Difference
		<i>MA - Certified</i>	<i>MA - Certified</i>	
Less than 5 years	53.2%	\$47,858	\$65,026	- \$17,168
5 to 9 years	24.2%	\$47,858	\$69,071	- \$21,213
10 years or more	22.6%	\$47,858	\$83,924	- \$36,066
Years of experience	Percent of total staff	DC 1707 Local 95 (02/01/2019)	UFT** (02/14/2019)	Salary Difference
Less than 5 years	—	\$53,568	\$65,026	- \$11,458
5 to 9 years	—	\$53,568	\$69,071	- \$15,503
10 years or more	—	\$53,568	\$83,924	- \$30,356
Years of experience	Percent of total staff	NYCEECs (12/31/2018)	UFT** (02/14/2019)	Salary Difference
Less than 5 years	—	\$50,086	\$65,026	- \$14,940
More than 5 years	—	\$50,086	\$65,026	- \$18,985
**Does not include longevity bonuses				

The data presented in **Table 6** is excerpted from the calculations of the cost of salary parity and shows how teacher tenure drives the ultimate cost of salary parity. Since the salaries presented in **Table 6** are designed to show how tenure affects salary, bonuses and COLAs are not included in the salaries of the UFT. This means that the salaries for both DC 1707 and UFT teachers solely reflect tenure and no other sources for salary increases. Pension data from CIRS is used to calculate the cost differential of tenure at three different categories of experience: less than five years, five to nine years, and ten years or more.

## VI. Calculating the Cost of Salary Parity

This pension data is consistent with what is known about when certified teachers typically leave CBOs, which is after about five years of working in a CBO.<sup>23</sup> This juncture in a teacher's career is a prime time for departure from the system because he or she would have vested in the CIRS pension and be eligible to apply for his or her permanent (professional) certification. The combination of experience and permanent certification would result in the highest pay increase for a teacher moving from a CBO to the DOE. **Table 6** shows that the difference in starting salaries between DC 1707 workers in Local 205 who have less than 5 years of experience and their UFT counterparts is \$17,168.

Approximately 24.2 percent of the workforce has between five to nine years of experience, and 22.6 percent of the population has 10 or more years of experience. By the time a teacher reaches this point in his or her career, he or she will be making \$36,066 less than a UFT teacher. This substantial salary differential is one of the drivers of the cost of salary parity, but it is important to include these large costs in the final salary parity estimate. While salary parity is intended to stop teachers with five or less years of experience from leaving, it must also acknowledge the individuals who choose to stay.

### C. COST OF LIVING ADJUSTMENTS

This salary parity estimate does not include longevity bonuses due to the fact that longevity bonuses have to be negotiated between DC 1707 Local 205 and DCCNY. This lack of precedence makes it unrealistic to include longevity bonuses. At the same time, salaries cannot stay stagnant and must be adjusted in some way over a period of time to reflect changes in the cost of living.

One way of planning for salary increases over time is to include a COLA that would account for inflation. It is also important to include COLAs calculating multi-year estimates of what salary parity might cost over time, as is the practice of NYC's Office of Management and Budget. In order to project the cost of salary parity over a period of five years, this salary parity estimate includes a 2.8 percent COLA that is compounded four times over a period of five years.

The 2.8 percent COLA applied to this salary parity analysis is consistent with the current COLA for Social Security. The 2.8 percent Social Security COLA is calculated by the Federal Bureau of Labor Statistics based on the Consumer Price Index. This COLA is calculated using data from 2018 and applied to 2019. Using a 2.8 percent COLA then keeps salaries up with the inflation costs at the same rate as Social Security. **Table 7** compares the 2.8 percent COLA across various CBAs. Out of the three CBAs included in **Table 7**, only the CBAs of DC 1707 Local 95 and UFT have true COLAs built in. In other words, the salary increases in their CBAs reflect an adjustment meant to keep salaries up to pace with inflation.

While there are salary increases in the DC 1707 Local 205, those increases were not designed to keep up with inflation. Instead, they were designed to increase the salaries of Local 205 up to the same salaries of the



non-unionized counterparts. As previously mentioned, when Pre-K for All launched in 2014, the DOE set salaries for teachers at a maximum of \$50,000 for those with master’s degrees and \$44,000 for those with bachelor’s degrees. This was significantly higher than the existing salaries for unionized child care workers.

Salary increases were built into DC 1707 Local 205’s CBA to bring teachers up to the same salaries as their non-unionized counterparts in other CBOs by 2020. The salary increases of 2 percent (2017), 2 percent (2018), and 4 percent (2020) brings the salaries of Local 205 teachers from \$46,000 to \$50,000. To be clear, the intention of these salary increases was not to get teacher salaries closer to those of the UFT, nor were they intended to keep up with the cost of living. DC 1707 Local 95 does receive COLAs and most recently received a 2.6 percent COLA in February of 2019.

Table 7. Comparison of Salary Increases or Cost of Living Adjustments Across Collective Bargaining Agreements					
Union		DC 1707, Local 205 Child Care	DC 1707, Local 95 Head Start	NYC DOE UFT	Social Security (BLS, CPI)
Year	Salary Increase Proposed	Current	Current	Current	Current
2017	–	2 %	1.8 %	3 %	2 %
2018	–	2 %	1 %	–	2.8 %
2019	2.8 %	0 %	2.6 %	2 %	
2020	2.8 %	4.5 %	–	2.5 %	–
2021	2.8 %	–	–	3 %	–
2022	2.8 %	–	–	–	–

**Table 7** also outlines the salary increases in the newest UFT CBA, which includes a 2 percent, 2.5 percent, and 3 percent series of increases across three years. However, in reality, teachers in the UFT receive much higher salary increases from year to year. For example, a teacher with his or her master’s degree and five years of experience, starting his or her sixth year of work would receive a salary of **\$70,292** as of February 2018 (see **Table 8A**), which includes a five-year longevity bonus of \$1,219. After one year, that teacher gains another year of experience and receives a tenure salary increase. But he or she also receives a 2.5 percent cost of living increase for the year 2020. His or her salary in May 2020 would be \$74,940 (see **Table 8B**). Going from a salary of \$70,292 to a salary of \$74,940 would be a 6.2 percent increase in total.

In summary, building in a modest 2.8 percent COLA for early education teachers in CBOs would not come near the salary increases that teachers in UFT receive from year to year, especially considering the fact that child care programs operate for 10 hours each day and 12 months out of a year, compared to a school day/year model. Accordingly, the 2.8 percent COLA was used to calculate the five-year cost estimate of salary parity.

**Table 8A. EXCERPT - UFT Collective Bargaining Agreement Salary Table for Teachers – February 14, 2019**

Teacher Salary Schedule – Feb 14, 2019								
<u>Education</u> Years Exp	BA C1	C1 + PD	BA + 30 C2	C2 + ID	MA C2 + PD	C2 + ID + PD	MA + 30 C6	MA + 30 C6 + PD
1B	57,845	63,084	59,786	63,376	65,026	68,612	66,969	72,205
2A	58,995	64,234	60,936	64,526	66,176	69,762	68,119	73,355
2B	58,995	64,234	60,936	64,526	66,176	69,762	68,119	73,355
3A	59,483	64,722	61,424	65,014	66,664	70,250	68,607	73,843
3B	59,483	64,722	61,424	65,014	66,664	70,250	68,607	73,843
4A	60,343	65,582	62,284	65,874	67,524	71,110	69,467	74,703
5A	61,089	66,328	63,030	66,620	68,270	71,856	70,213	75,449
6A	61,890	67,129	63,831	67,421	69,071	72,657	71,014	76,250
6A + L5	63,109	68,348	65,050	68,640	70,290	73,876	72,233	77,469
6B	63,026	68,265	64,967	68,557	70,207	73,793	72,150	77,386
6B + L5	64,245	69,484	66,186	69,776	71,426	75,012	73,369	78,605
7A	64,712	69,951	66,653	70,243	71,893	75,479	73,836	79,072
7A + L5	65,931	71,170	67,872	71,462	73,112	76,698	75,055	80,291
<i>(Bonuses)</i>								
L5 (5 year)	1,219							
L10 (10 year)	4,980							
L13 (13 year)	7,541							
*Subject to Correction								

**Table 8B. EXCERPT - UFT Collective Bargaining Agreement Salary Table for Teachers – May 14, 2020**

Teacher Salary Schedule – May 14, 2020								
<u>Education</u> Years Exp	BA C1	C1 + PD	BA + 30 C2	C2 + ID	MA C2 + PD	C2 + ID + PD	MA + 30 C6	MA + 30 C6 + PD
1A	59,291	64,661	61,281	64,960	66,652	70,327	68,643	74,010
1B	59,291	64,661	61,281	64,960	66,652	70,327	68,643	74,010
2A	60,470	65,840	62,460	66,139	67,831	71,506	69,822	75,189
2B	60,470	65,840	62,460	66,139	67,831	71,506	69,822	75,189
3A	60,970	66,340	62,960	66,639	68,331	72,006	70,322	75,689
3B	60,970	66,340	62,960	66,639	68,331	72,006	70,322	75,689
4A	61,852	67,222	63,842	67,521	69,213	72,888	71,204	76,571
4B	61,852	67,222	63,842	67,521	69,213	72,888	71,204	76,571
5A	62,616	67,986	64,606	68,285	69,977	73,652	71,968	77,335
5B	62,616	67,986	64,606	68,285	69,977	73,652	71,968	77,335
6A	63,437	68,807	65,427	69,106	70,798	74,473	72,789	78,156
6A + L5	64,686	70,056	66,676	70,355	72,047	75,722	74,038	79,405
6B	64,602	69,972	66,592	70,271	71,963	75,638	73,954	79,321
6B + L5	65,851	71,221	67,841	71,520	73,212	76,887	75,203	80,570
7A	66,330	71,700	68,320	71,999	73,691	77,366	75,682	81,049
7A + L5	67,579	72,949	69,569	73,248	74,940	78,615	76,931	82,298

# VII. The Cost of Salary Parity

This section presents the results of the cost analysis for salary parity for certified group teachers and salary increases for child care center directors. **Table 9** outlines the salary parity costs for certified group teachers for the immediate year as well as a five-year estimate, which includes the 2.8 percent compounded COLA. **Table 10** summarizes the baseline costs for providing salary increases for child care center directors. All costs are broken down by type of program EarlyLearn or NYCEECs. In the context of these cost estimates, NYCEECs are directly contracted with the DOE and operate Pre-K for All programs with no EarlyLearn contracts. EarlyLearn programs include four-year-old classrooms that receive UPK enhancement funding. To ensure there is no double counting of programs, NYCEECs and EarlyLearn programs are calculated separately.

## A. GROUP TEACHERS

For programs represented by DCCNY, salary parity will cost approximately \$15.6 million in the first year and \$82.5 million over the course of five years. For all EarlyLearn programs, including programs represented by DCCNY, it will cost \$28.7 million in the first year, and then \$152 million over five years to bring CBO-certified teachers up to the same salaries as their equally qualified counterparts. For NYCEECs without EarlyLearn contracts, it will cost \$33.2 million in the first year, and then \$175 million over five years to give salary parity to non-unionized workers. In total, it will cost the City \$64 million in the first year and \$327 million over five years to give salary parity to all certified group and lead teachers in publicly funded early education programs in CBOs. These costs are summarized in **Table 9**.

Table 9. Salary Parity Costs for <u>Certified Group Teachers</u>		
Programs	Year 1 Cost	5-Year Cost (COLAs included)
EarlyLearn programs (n=369 programs, n=1,190 certified teachers)	\$28.7 million	\$152 million
NYCEECs, No EarlyLearn (n=614 programs, n=1,816 certified teachers)	\$33.2 million	\$175 million
<b>All Birth-to-Five programs</b>	<b>\$62 million</b>	<b>\$327 million</b>

## B. CHILD CARE CENTER DIRECTORS

Some advocates have called for pay parity between center directors and public school principals, the DCCNY proposal does not include salary parity for directors on par with public school principals for a number of specific reasons. First, the qualifications for center directors compared to public school principals are not the same. Principals must have seven years of teaching experience before they are eligible to apply for the New York State School Building Leader (SBL) certificate, which is required to become a principal. Under Article 47, child care center directors need two years of experience before becoming a director and the SBL is not required. Therefore the “apples-to-apples qualifications” argument for salary parity does not apply to center directors.

## VII. The Cost of Salary Parity

Second, center directors are, more often than not, responsible for fewer children across fewer age categories than principals. Supervising teachers across a wider range of ages and grades comes with more expertise and administrative responsibilities, and the pay rates reflect that differential. Finally, the origin of the salary parity fight was to stop certified teachers from leaving CBOs to go work in public schools. Directors can and do leave CBOs to go work in public schools but only if they are willing to take a demotion in responsibilities. In other words, directors who leave CBOs to work in public schools must become teachers again. Many directors prefer to stay in their administrative roles for this reason.

**Not providing salary increases for center directors would create a pay inequity within early education programs.**

There are strong arguments for providing some salary increases for child care center directors since their qualifications and duties are greater than those of the group teachers who they are supervising. First, center directors must have been employed

as a group teacher for two years before being promoted to a director position. In fact, it is common for education directors to sometimes substitute for lead teachers in their absence, particularly if there is already a supervising executive director. Thus, directors have the same teacher certification as the group teachers they supervise. In addition to those qualifications, center directors have their years of supervision and administrative duties. Finally, large salary increases for certified teachers would result in teachers getting paid more than their supervisors. This pay inequity would undermine the goal of salary parity, which is focused on the pay inequity between teachers of equal qualifications in different settings. Not providing salary increases for center directors would create a pay inequity within early education programs.

Because only approximately half of all EarlyLearn child care center directors are unionized under the Council of Supervisors and Administrators (CSA), it is more challenging to determine how much directors are being paid, and therefore more difficult to determine an appropriate salary to use in cost calculations. A number of assumptions had to be made in order to do the calculations. Data from the CSA Welfare Fund showed a total membership of 196 child care center directors. The total number of EarlyLearn sites is 369, according to the previously mentioned DOHMH data. Assuming there is at least one director for each EarlyLearn center results in a total of 173 non-unionized directors. This is a lower-bound estimate because it is possible for centers to have assistant directors or multiple directors, depending on the number of children enrolled and staff that need supervising.

This cost calculation uses salaries from the CSA collective bargaining agreement. Salaries from the collective bargaining agreement are also used as a proxy for the salaries of the non-unionized directors. In order to uphold the terms of the current agreement between CSA and DCCNY, this salary parity cost estimate maintains the current salary differential between a certified group teacher with a master's degree and a

Table 10. Example Salary Differential between Certified Group Teachers and Center Directors			
	DC 1707 Local 205 Group Teachers Certified MA 1 year of experience	CSA Child Care Directors Certified MA	Percent Difference
(CBA Salary Effective Date)	(12/31/2018)	(12/31/2018)	
Current Salary	\$47,858	\$58,778	22.8 %
Proposed Increased Salary	\$65,026	\$79,865	22.8 %
<b>Salary Change</b>	+ \$17,168 (26.4% increase)	+ \$21,087 (26.4% increase)	<b>22.8 %</b>

child care center director. This differential is currently 22.8 percent. As **Table 10** illustrates, maintaining this differential increases the salary of a certified center director with a master’s degree from \$58,778 to \$79,865; this is a salary increase of 26.4 percent. Similar analysis was done for directors of NYCEECs, which assumed one director for each NYCEEC. This resulted in a total sample of 614 non-unionized directors. While these estimates require significantly more assumptions to be made than the calculations for group teachers, they are a baseline approximation for what the additional cost of salary increases might be for child care center directors. **Table 11** outlines the final estimate for salary increases for directors to be \$8.8 million for EarlyLearn programs and \$12.1 million for NYCEECs. The total cost of salary increases for directors for both program types is \$20.9 million, with a five-year cost of \$110.8, with the 2.8 percent COLA included.

Table 11. Salary Parity Costs for Child Care Center Directors		
Programs	1-Year Cost	5-Year Cost
EarlyLearn programs	\$8.8 million	\$46.7 million
NYCEECs	\$12.1 million	\$64.1 million
<b>All Birth-to-Five programs</b>	<b>\$20.9 million</b>	<b>\$110.8 million</b>

## IX. Conclusion: The Budget Context

This section provides context for interpreting and understanding the scope of the salary parity cost estimates. **Table 12** summarizes the cost for both teachers, and directors. The one-time \$83 million cost of salary increases for certified group teachers, and center directors is minor compared to the overall budgets of several programs. As **Table 13** shows, all EarlyLearn contracts are valued at \$369.6 million, of which \$360.5 million comes from the City’s share of federal Child Care Development Block Grant (CCBG) dollars. The City’s EarlyLearn Head Start contracts are valued at \$173.5 million. The entire transfer of EarlyLearn, including contracts, staff, and services, from ACS to DOE is valued at \$604 million.

<b>Table 12. The Cost of Salary Parity</b>			
<b>Cost Estimates</b>	<b>Salary Parity for Certified Teachers (n=3,006)</b>	<b>Salary Increases for Directors (n=983)</b>	<b>Total Salary Cost (n=3,989)</b>
<b>Year 1</b>	\$62 million	\$21 million	<b>\$83 million</b>
<b>5 Years, 2.8% compounded</b>	\$327 million	\$111 million	<b>\$438 million</b>

The \$83 million salary parity cost is .03 percent of the DOE’s budget, of which \$25.6 (80 percent of total DOE budget) is the operating budget and \$867 million is exclusive to the Pre-K for All program. This means that the cost of salary parity for early childhood educators in CBOs is 0.3 percent of the total DOE budget.

<b>Table 13. New York City Budget Comparisons <sup>26</sup></b>	
<b>TOTAL NEW YORK CITY BUDGET Fiscal Year 2019 (FY19): \$89 billion Proposed FY20: \$92.2 billion</b>	
• EarlyLearn child care contracts (ACS FY18):	<b>\$369.6 million</b>
• NYC CCBG share (ACS FY18):	<b>\$360.5 million</b>
• EarlyLearn Head Start contracts (ACS FY18):	<b>\$173.5 million</b>
• EarlyLearn Transfer – ACS to DOE (FY19): (includes staff, services, and contracts):	<b>\$604 million</b>
• UFT contract value (FY19-21):	<b>\$2.1 billion</b>
• DOE overall budget (FY19):	<b>\$32 billion</b>
• Operating budget:	<b>\$25.6 billion</b>
• Pre-K for All:	<b>\$867 million</b>
• Mayor’s preliminary budget seeking in savings across all city agencies:	<b>\$740 million</b>
• DOE budget cut:	<b>\$104 million</b>

The Mayor's most recent Executive Budget continues the City's efforts to expand 3-K for All, which would increase the number of pre-kindergarten seats for three-year-olds, regardless of family income. At the same time, the salary disparities across early childhood settings threaten the stability of the en-

At a time when funds are being cut from the City budget, there continues to be additional funding added to the DOE's budget for 3-K expansion. At the same time, the salary disparities across early childhood settings threatens the stability of the entire birth-to-five system and the very viability of CBOs.

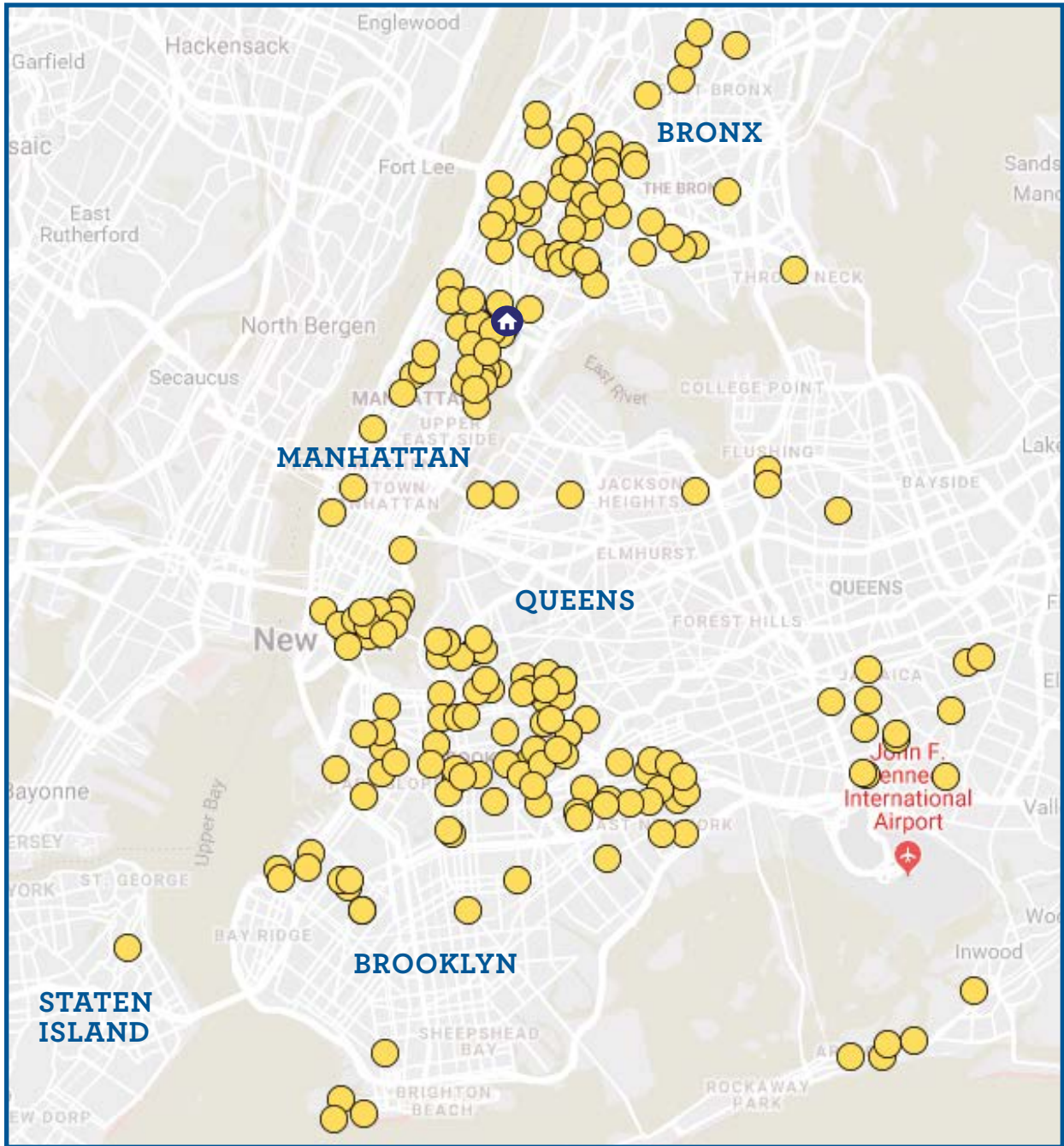
tire birth-to-five system and the very viability of CBOs. Budgets outline an administration's priorities and values. Public policy and research points to salary parity as the solution to the inequities that currently exist in the system. The one-time cost of \$83 million is a first step towards resolving these inequities and a down payment on fully funding the Mayor's signature early childhood program.

# References

- <sup>1a</sup> Heckman, James J. (Spring 2011). The Economics of Inequality: The Value of Early Childhood Education. *American Educator*, 35(1), p31-35. Retrieved from: <https://eric.ed.gov/?id=EJ920516>.
- <sup>1b</sup> Heckman, J. (2010). The rate of return to the HighScope Perry Preschool Program. *Journal of Public Economics*, 94, 114-128. Retrieved from: [https://heckmanequation.org/www/assets/2017/01/HeckmanMoonPintoSavelyevYavitz\\_RateofReturnPerryPreschool\\_2010.pdf](https://heckmanequation.org/www/assets/2017/01/HeckmanMoonPintoSavelyevYavitz_RateofReturnPerryPreschool_2010.pdf).
- <sup>2</sup> Shapiro, E. (January 2019). Bright spot for N.Y.'s struggling schools: Pre-K. *The New York Times*. Retrieved from: <https://www.nytimes.com/2019/01/01/nyregion/deblasio-pre-k-program-nyc.html>.
- <sup>3</sup> The most recent open data shows that 60% of Pre-k for All seats are located in CBOs. This data can be retrieved from: <https://data.cityofnewyork.us/Education/Universal-Pre-K-UPK-School-Locations/kiyv-ks3f>.
- <sup>4</sup> Hurley, K. (June 2017). What's needed for '3-K for All' and child care centers to work and play well together? *The New School Center for New York City Affairs*. Retrieved from: <http://www.centernyc.org/prek-child-care-brief>.
- <sup>5</sup> Class Size Matters. (December 2018). The impact of PreK on school overcrowding in NYC: Lack of planning, lack of space. Retrieved from: <https://www.classsizematters.org/wp-content/uploads/2018/12/PreK-report-12.17.18-final.pdf>.
- <sup>6</sup> Williams, Z. (June 2018). New York City nonprofits continue push to raise pay for early childhood educators. *New York Nonprofit Media*. Retrieved from: <https://nynmedia.com/content/new-york-city-nonprofits-continue-push-raise-pay-early-childhood-educators>.
- <sup>7</sup> Shapiro, E. (January 2015). Pre-K providers pressure de Blasio over salary disparities. *Politico New York*. Retrieved from: <https://www.politico.com/States/new-york/city-hall/story/2015/01/pre-k-providers-pressure-de-blasio-over-salary-disparities-018812>.
- <sup>8</sup> Murphy, J. (February 2019). Teachers push de Blasio for Pre-K pay equity as new era for system approaches. *City Limits*. Retrieved from: <https://citylimits.org/2019/02/07/worries-about-pay-equity-as-new-era-dawns-for-citys-early-childhood-programs/>.
- <sup>9</sup> Office of Mayor, Office of Management and Budget, Department of Education, Administration for Children's Services. (January 2014). Ready to launch: New York City's implementation plan for free, high-quality, full-day universal pre-kindergarten. Retrieved from: <http://www1.nyc.gov/assets/home/downloads/pdf/reports/2014/Ready-to-Launch-NYCs-Implementation-Plan-for-Free-High-Quality-Full-Day-Universal-Pre-Kindergarten.pdf>.
- <sup>10</sup> In child care programs regulated by Department of Health and Mental Hygiene (DOHMH), classroom teachers are called group teachers. These teachers are called lead teachers in DOE classrooms.
- <sup>11</sup> Reid, J.L., Kagan, S.L., Melvin, S.A., Healey, B.F., Brooks-Gunn, J. (2018). Building a unified system for Universal Pre-K in New York City: The implementation of Pre-K for All by setting and auspice. *National Center for Children and Families at Teachers College, Columbia University*. Retrieved from: <http://policyforchildren.org/new-york-city-universal-pre-k-upk-study/>.
- <sup>12</sup> The Day Care Council of New York. (January 2016). Failing our children: Certified teachers disappearing from CBO child care. Retrieved from: [http://dccny7817.wpengine.com/wp-content/uploads/2018/06/DCCNY\\_PolicyReport2016sm.pdf](http://dccny7817.wpengine.com/wp-content/uploads/2018/06/DCCNY_PolicyReport2016sm.pdf).
- <sup>13</sup> Barnett, S., & Carolan, M.E. (2014). Facts about fadeout: The research base on long-term impacts of high quality pre-k. *Center on Enhancing Early Learning Outcomes*. Retrieved from: [http://nieer.org/wp-content/uploads/2014/09/ceelo-fast\\_fact\\_fadeout.pdf](http://nieer.org/wp-content/uploads/2014/09/ceelo-fast_fact_fadeout.pdf).



- <sup>14</sup> Jeon, L., Buettner, C.K., & Grant, A.A. (2017). Early childhood teachers' psychological well-being: Exploring potential predictor of depression, stress, and emotional exhaustion. *Early Education and Development*, 1-16. DOI: 10.1080/10409289.2017.1341806.
- <sup>15</sup> King, E.K., Johnson, A.V., Cassidy, D.J., Wang, Y.C., Lower, J.K., & Kintner-Duffy, V.L., (2015). Preschool teachers' financial well-being and work time supports: Associations with children's emotional expression and behaviors in classrooms. *Early Childhood Education Journal*. DOI: 10.1007/s10643-015-0744-z.
- <sup>16</sup> The Center on the Developing Child at Harvard University. (2017). Three principles to improve outcomes for children and families. Retrieved from: <https://developingchild.harvard.edu/resources/three-early-childhood-development-principles-improve-child-family-outcomes/#responsive-relationships>.
- <sup>17</sup> The Day Care Council of New York. (2019). The Early Childhood Career Ladder Program. Retrieved from: <https://www.dccnyinc.org/members/early-childhood-career-ladder/>.
- <sup>18</sup> Bachelor's degree in early childhood education and New York State teacher certification, or a teaching certification from another agency or organization with reciprocity agreements with New York State, or a bachelor's degree in early childhood education and five years of supervised experience working in a preschool setting, or be on a DOHMH approved study plan.
- <sup>19</sup> There are two types of teacher certifications for early childhood educators. The first certification is called the Initial, which expires over time (5 years with possible extensions). The second certification is called the Professional, which requires a master's degree in early childhood education and is permanent. It should be noted that under New York State education regulations, any early education program that receives UPK enhancement funding must be led by a head teacher with State certification. Thus, having master's degree in early childhood education and State certification is the final State of certification for all career teachers.
- <sup>20</sup> New York State Consolidated Law, Education Laws - EDN § 3602(e) and 3602(ee).
- <sup>21</sup> Merriam-Webster Dictionary. (April 2019). "Parity" Retrieved from: <https://www.merriam-webster.com/dictionary/parity>.
- <sup>22</sup> Article 47 dictates that assistant teachers need a high school diploma and be 18 years old in order to qualify for their position. Paraprofessionals in public schools, however, must obtain the New York State Assessment of Teaching Assistant Skills (ATAS) certification, which involves passing an exam and making progress towards obtaining college credit hours in early childhood education coursework.
- <sup>23</sup> The terms "group teacher" and "lead teacher" can be used interchangeably depending on the type of classroom and its funding. "Group teacher" is a title taken from Article 47, whereas "lead teacher" is a title taken from UPK guidelines.
- <sup>24</sup> Collective bargaining agreement between the District Council 1707 Local 205 and the Day Care Council of New York. (October 1, 2016 – September 30, 2020). Retrieved from: <http://dccny7817.wpengine.com/wp-content/uploads/2018/05/DC-1707-CBA-Oct-2016-Sept-2020.pdf>.
- <sup>25</sup> The Day Care Council of New York. (January 2016). Failing our children: Certified teachers disappearing from CBO child care. Retrieved from: [http://dccny7817.wpengine.com/wp-content/uploads/2018/06/DCCNY\\_PolicyReport2016sm.pdf](http://dccny7817.wpengine.com/wp-content/uploads/2018/06/DCCNY_PolicyReport2016sm.pdf).
- <sup>26</sup> NYC City Council Preliminary Budget Reports (2018) for Fiscal Year 2019.



● Day Care Council of New York Members

# Day Care Council of New York Member Agencies

1332 Fulton Avenue Day Care Center, Inc.

Action Nursery, Inc.

Afro American Parents Educational Centers, Inc.

Alonzo A. Daughtry Memorial Day Care Center, Inc.

Alpha Kappa Alpha Sorority Epsilon Pi Omega, DCC, Inc.

Atled, Inc.

B'Above Worldwide Institute

Bellevue Day Care Center, Inc.

Belmont Community DCC, Inc.

Bethany Day Nursery, Inc.

Bethel Emanuel Temple, Inc.

Billy Martin Child Development Center

Birch Family Services

Blanche Community Progress DCC, Inc.

Bronxdale Tenants League

Brooklyn Community Services

Brooklyn Development Center, Inc.

Brooklyn Kindergarten Society

Bushwick Improvement Society, Inc.

Bushwick United Housing Dev. Fund Corp

Cardinal McCloskey Community Services

Catholic Charities Neighborhood Services

Chinese American Planning Council

Citizens Care Day Care, Inc.

Claremont Neighborhood Centers, Inc.

Clifford Glover Day Care Center, Inc.

Colony South Brooklyn Houses

Community Life Center, Inc.

Concourse House, HDFC

Cornerstone Day Care Center

Cypress Hills Child Care Corp.

Dawning Village, Inc.

East Calvary Day Care Center, Inc.

East Harlem Block Nursery, Inc.

East Side House

Educational Alliance

Escuela Hispana Montessori

Flushing Day Care Center, Inc.

Fort Greene Council, Inc.

Friends of Crown Heights

Goddard Riverside Community Center

Grand Street Settlement

Greater Flushing Community Council, Inc.

Hamilton-Madison House, Inc.

Hawthorne Corners Day Care Center, Inc.

Henry Street Settlement

Highbridge Advisory Council

Hospital Clinic Home Center

Hudson Guild

Labor and Industry for Education, Inc.

LABOR Bathgate Community CCC, Inc.

Lexington Children's Center, Inc.

Lincoln Square Neighborhood Center

MARC Academy and Family Center, Inc.

New Life Child Development Center, Inc.

Nicholas Cardell DCC, Inc.

North Bronx NCNW

Northeast Bronx Day Care Center, Inc.

Nuestros Niños Day Care Center, Inc.

Omega Psi Phi Fraternity-Nu Omicron Chapter ECEC

Open Door Associates, Inc.

Police Athletic League

Prince Hall Service Fund

Queens County Educators for Tomorrow

Recreation Rooms and Settlement

Rena Day Care Center, Inc.

SCAN-New York

Seamen's Society for Children and Families

Shirley Chisholm Day Care Center, Inc.

Southeast Bronx Neighborhood Centers

St. John's Place Family Center Day Care Corp.

St. Nick's Alliance

Strong Place Day Care Center, Inc.

Sunny Skies Prospect Corp

Sunset Bay Community Services, Inc.

The Child Center of New York

The League for Better Community Life, Inc.

The Salvation Army

Tolentine Zeiser Community Life Center

Trabajamos Community Head Start

Tremont Crotona DCC, Inc.

Tremont Monterey Day Care, Inc.

Union Settlement Association, Inc.

United Community Centers, Inc.

United Federation of Black Community Organizations, Inc.

University Settlement

Urban Strategies

Utopia Children's Center, Inc.

Washington Heights Child Care Center

Westchester Tremont Day Care Center, Inc.

Williamsbridge NAACP ECEC Board of Directors

# Day Care Council of New York Board of Directors and Day Care Council Staff

## BOARD OF DIRECTORS

### OFFICERS

Lorenzo Newby, *President*  
Jean Jeremie, *Vice President*  
Betty C. Jones, *Vice President*  
Connie V. Miller, *Vice President*  
Alice B. Owens, *Vice President*  
Robert Gutheil, *Treasurer*  
Pauline Sobelman, *Secretary*

### BOARD MEMBERS

Takiema Bunche-Smith  
Wanda C. Carter  
Pauline D. Chen  
Carla Franklin  
Pamela Haas  
Kelly Haley  
Vaughan Toney

## DAY CARE COUNCIL STAFF

### EXECUTIVE DIRECTOR

Andrea Anthony, *Executive Director*

### LABOR RELATIONS ASSISTANCE AND MEDIATION SERVICE

Nilesh Patel, Esq., *Director*

### POLICY AND ADVOCACY

Lisa Caswell, *Senior Policy Analyst*

### EARLY CHILDHOOD EMPLOYMENT PARTNERSHIP

Mai Miksic, *Senior Research Analyst*

### FISCAL CONSULTANT

Cheryl Badley, *Fiscal Consultant*

### CHILD CARE DIVISION

Jon Pinkos, *Director*  
Yadira Rodriguez, *Assistant Director*  
Clara Almanzar, *Infant-Toddler Provider Specialist*  
Arden Corbett, *Health Care Consultant*  
Yvonne Hancock, *Child Care Specialist*  
Joy Jensen, *Provider Specialist*  
Jessica Laureano, *Child Care Specialist*  
Sophia Lopez, *Provider Specialist*  
Almarie McCoy, *Provider Specialist*  
Bridget Rodriguez, *Special Projects Coordinator*  
I-Ling Tsai, *Infant/Toddler Specialist*

Keishla Hornsby, *Family Child Care Network Coordinator*  
Karen McCray, *Assistant Family Child Care Network Coordinator*

### ADMINISTRATIVE SUPPORT

Risa Bernstein, *Office Manager*  
Joshua Stoby, *Assistant Office Manager*

**DAY CARE COUNCIL OF NEW YORK** was founded in 1948 to advocate for the continuation of child care programs that had enabled mothers to enter the workforce during World War II. The Day Care Council of New York continues to advocate for its membership of 91 nonprofit agencies that operate approximately 200 child care programs in New York City. These private nonprofit organizations are under contract with the Administration for Children’s Services (ACS) to provide education and care to infants, toddlers, and young children aged 2.6 to 4 years old. The Council and its members are committed to programs and services that promote the sound growth and development of children and their families necessary for a healthy society.

**DAY CARE COUNCIL OF NEW YORK**

2082 Lexington Avenue, Suite 204

New York, NY 10035

212-206-7818

[dccnyinc.org](http://dccnyinc.org)

Cover photo: FatCamera

Design: Julie Meridy







2082 Lexington Avenue, Suite 204 New York, NY 10035 212-206-7818 [dccnyinc.org](http://dccnyinc.org)